

5 May 1948

MEMORANDUM FOR: THE EXECUTIVE DIRECTOR

Subject: Meeting of SANACC Subcommittee  
on Psychological Warfare

1. The SANACC Subcommittee on Psychological Warfare met at 0900 today in Mr. Block's office with the following members present:

Chairman - Mr. Ralph Block	- State Department
Comdr. David Knoll	- Navy Department
Col. Clyde Rich	- Air Force
Col. William McNamee	- Army Department
[redacted]	- CIA

2. Colonel Rich stated that the Air Force member of the National Security Council Staff, Lt. Colonel Heflebower, said that the Staff was most anxious to receive a definition of what is contained within the phrase "Psychological Warfare." They wanted to know what activities it embraced. This statement led to an aimless discussion between Mr. Block and Colonel McNamee.

3. In keeping with the suggestion of [redacted] I stated that I was empowered to mention informally some of the present thinking at the National Security Council Staff level regarding the future allocation of responsibility for psychological warfare. Since the present trend at the NSC was to set up one man with representatives from the JCS, State Department, and CIA to assist him, I asked that we as a Subcommittee consider dropping all present discussions on various aspects of psychological warfare and adjourn until we hear from the National Security Council. To my surprise Commander Knoll retorted with the statement that we must "meet regularly" under our terms of reference. He did make the good suggestion that instead of dropping our meetings we could more appropriately, and with more realism, set our sights in keeping with what is happening in the National Security Council. Thus it would be most appropriate that we enumerate the various problems in different categories in the total field of psychological warfare and, with sufficient explanatory documentation, be ready to present such a contribution through SANACC as an official paper of the Subcommittee.

4. Mr. Block then indicated that it would take formal action of SANACC to disband our Subcommittee. The Subcommittee members assured him that this would not take very long.

OSD & DOS review(s) completed.

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5. For the remainder of the meeting, a discussion was conducted on the basic problem raised by the Navy member at the last meeting regarding the type of agency intended by JOA/6. Mr. Black was conspicuously giving ground from his adamant stand at the last meeting when he contended that the agency should be an independently operating self-sufficient activity rather than a coordinating body utilizing to the fullest extent the functions of existing agencies.

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SCOPE OF PROSPECTIVE NATIONAL PSYCHOLOGICAL WARFARE ORGANIZATION.MEMORANDUM BY U. S. NAVY MEMBERPROBLEM

1. To determine the scope of the prospective national psychological warfare organization as enunciated by the SWNCC 304 series.

DISCUSSION

2. The Charter of the Subcommittee on Special Studies and Evaluations states:

(a) The Subcommittee is charged with preparation of policies, plans, and studies for immediate and continuous employment of national psychological warfare in time of war (or threat of war as determined by the President (Page 1, SWNCC 304/1)).

(b) The Subcommittee has authority, in the absence of a national wartime organization for psychological warfare, to coordinate implementation of approved psychological warfare plans in any war emergency which might suddenly arise.

3. SWNCC 304/1, as amended by SWNCC 304/2 and approved by SABAC on 20 April 1947 outlines the following policies:-

(a) Psychological Warfare is an essential factor in the achievement of national aims and military objectives in time of war, or threat of war as determined by the President.

(b) The Department of State has primary interest in psychological warfare policy determination which affects the foreign policy of the United States.

(c) The armed services have a vital interest in psychological warfare policy determination which affects the national security and the conduct of military operations of the United States.

(d) Appropriate agencies of the government will be required to assist in wartime implementation of approved psychological warfare plans.

(e) Plans and directives for psychological warfare which are to be implemented in actual or projected military areas, theatres, or commands will be transmitted by rapid communication, to the military commanders concerned by the Joint Chiefs of Staff only.

(f) The implementation of approved plans and directives for psychological warfare in actual or projected military areas, theatres, or commands will be the responsibility solely of the commanders concerned.

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4. SWHCC 204/6 as approved by SANACC on 30 September 1947 outlines the following organizational principles for a national psychological warfare agency:

- (a) A psychological warfare organization should be established in time of war (or threat of war as determined by the President).
- (b) The organization should be directed by a Director, who shall be the head thereof.
- (c) The Director should be appointed by the President from among individuals in civilian life or from commissioned officers of the Armed Services.
- (d) The Director should be empowered to provide unified direction and authoritative coordination of the national psychological warfare effort and activities, and operations related thereto.
- (e) The Director should use established agencies to perform their functions appropriate to P. W. objectives and to employ such persons as he may deem essential to the fulfillment of the purposes and responsibilities with which he is charged.
- (f) The organization should be provided with the necessary authority by Executive order or under Law, and thereafter should be provided with strategic guidance, information, and allocations of resources of manpower, funds, facilities and materials essential to proper functioning.
- (g) The organization should have access to or be provided with such intelligence as relates to psychological warfare and as may be essential to the accomplishment of the organizations' approved functions, missions, and tasks.
- (h) The organization should plan, and subject to approval of plans by the National Security Council or the reconstituted SANACC, develop, control, and coordinate all foreign and domestic psychological warfare activities.
- (i) The organization should formulate and carry out, through the use of press, radio, motion picture, and other facilities, information programs designed to facilitate the development of an informed and intelligent understanding, at home and abroad, of the status and progress of any war effort in which the United States may be engaged and of the war policies, activities, and aims of the government; and coordinate in consonance with approved policies of war informational activities of all federal departments and agencies.

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**SECRET****SECRET****5. SANACC 304/12 states:-**

(a) In view of the authoritative control and coordination that such an organization (N.S.I.A.) will require, it is assumed that the National Security Council will eventually supervise the activities of such an organization.

(b) One of the duties of the Director is:-

"(g) to coordinate the efforts of appropriate governmental departments and agencies and other supporting activities concerning psychological warfare".

(c) It is the present intention that Domestic and Foreign operations will be coordinated and administered in a single "Plans and Operations" subdivision thereby preventing unnecessary duplication and waste of national effort.

(d) The Deputy of Services (N.S.I.A.) will maintain close liaison with the supply and logistics divisions of the Departments of State, Army, Navy and Air Force.

(e) The agency (N.S.I.A.) will use established government intelligence activities to the degree consistent with essential operations; close liaison will be established and maintained with the Central Intelligence Agency.

**6. SANACC 304/14 contains the opinion of the Joint Chiefs of Staff that from a military point of view:**

(a) The national security will be adversely affected if a working mechanism for the planning and coordination of psychological warfare is not brought into existence prior to war (or threat of war as determined by the President);

(b) There should be established, as soon as practicable, under the National Security Council, a Psychological Warfare Organization, but with its present scope and activities limited to that of a working nucleus for planning and coordination.

**7. The SWNCC 304 series (304/1 thru 304/14) as approved by SANACC contain the best data to date on a prospective national psychological warfare organization.**

**CONCLUSION**

**8. SWNCC 304/1 as amended by SWNCC 304/2 recognizes that the Armed Services will conduct military operations including psychological warfare; further implementation of approved plans and directives for psychological warfare in military areas is the responsibility solely of the commanders concerned.**

**9. SWNCC 304/6 indicates that the Director will provide unified direction and authoritative coordination of the national psychological warfare effort and activities, and operations related thereto; the Director will neither conduct**

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operations, nor directly implement approved programs.

10. Established agencies will be used to perform their functions appropriate to psychological warfare objectives; established agencies will support psychological warfare without becoming an integral part of the prospective P. W. organization.

11. The prospective organization will not be free to establish its own intelligence service; SAHAGC 304/12 states established government intelligence activities will be used. These activities are State, Army, Navy, Air Force, and Central Intelligence.

12. SWHOC 304/8 states that the prospective organization may carry out information programs. This limits actual operations of the prospective organization to "white" propaganda only.

13. SAHAGC 304/12 clearly states that Domestic and Foreign operations will be coordinated and administered in a single "Plans and Operations" subdivision. These are normal staff functions and the subdivision will not conduct actual operations.

14. It can be inferred from SAHAGC 304/14 that the Joint Chiefs of Staff expect the prospective organization will be limited in scope to planning and coordination.

15. The SWHOC 304 series in their present approved form intend that the prospective organization will be limited to planning and coordination; the organization will not be charged with operational conduct of psychological warfare.

16. The NSC Subcommittee is charged with the preparation of policies, plans, and studies for immediate employment of national psychological warfare; the preparation of military plans and the conduct of military operations including psychological warfare is clearly delegated to the National Military Establishment (Ref.: National Security Act 1947). Neither the Subcommittee nor the prospective organization has operational authority in military areas for which theater commanders have been designated.

**RECOMMENDATION**

17. It is recommended:

(a) that the Subcommittee approve the foregoing conclusions as soon as practicable;

(b) that the entire ~~proposed~~ <sup>foregoing</sup> outline of policies and principles as enunciated in the SWHOC 304 series be forwarded to the SAHAGC for approval.

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